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ABSTRACT

In 1986, the New Zealand Department of Education established a working party on the training of child caregivers. Members of the working party were charged with making recommendations on: (1) a training course for child care workers which would fit within a common core prescription for the training of early child care and education personnel; (2) the form, length, content, and style of training, and an appropriate delivery system; (3) ways of ensuring that bicultural understanding would permeate the training provision; and (4) methods for recruitment and retention of personnel. After introductory and summary sections, the report offers recommendations for restructuring child care training, a common core content of training, the selection and recruitment of personnel, cross-crediting and equivalence of training, staffing and conditions of service, an administrative and professional support structure, and funding. A glossary of terms is provided. Appendices contain information on current child care training courses, evaluation of outpost training, procedures used at Auckland College of Education, a submission to the working party of the views of Pacifica Inc. (which represents Pacific Islanders), and a submission of the views of A'oga Amata, the Samoan Preschool organization. (RH)

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Report of the Working Party on Childcare Training

December, 1986

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STATEMENT OF PRINCIPLES UNDERLYING THIS REPORT

The Working Party affirms that:

- Working with children aged 0-8 requires the same length and breadth of training as working with older children.

- Opportunities for basic and advanced training, as well as specialised and refresher training, should be provided for all those working with children aged from 0-8.

- Training should consist of a common core which recognises a body of knowledge applicable to children, families and communities relating to the early childhood years. Any training development for child care should be viewed as part of an integrated early childhood qualification.

- Childcare training should be included in the existing diploma structure for attaining minimum, higher and advanced qualifications for teachers.

- There is a need for a flexible training system which allows for progression in a variety of ways, courses and locations.

- Training should be recognised and rewarded. Trainees should be paid adequately while training, and additional qualifications gained should lead to improved wages and conditions of service.

- The system of training should recognise the concept of portability of qualifications from one early childhood service to another.

- Mutual support and shared resources should be a feature of all training.

- Recruitment should encourage the selection of applicants from a wide age range and cultural background.

- Changes in training requirements should not adversely affect the recognition or position of workers already qualified in childcare.

- Training should be regularly evaluated in terms of how it is meeting the needs of various groups.

- Training appointments should be made from people qualified in the field.

SUMMARY OF RECOMMENDATIONS

The Working Party recommends that:

- beginning in 1988, teachers college councils assume responsibility for both field-based and pre-service training for childcare in all areas of New Zealand, three colleges being phased in in 1988 and three in 1989;

- any training development for childcare be viewed as part of an integrated early childhood qualification, which should be a three-year, common-core course in early childhood education, or its part-time equivalent;

- all teachers college councils be responsible for establishing and maintaining three patterns of training - campus-based, field-based and outreach training;

- following the period of three-year pre-service training, there should be an induction period of no less than one year;

- the existing infrastructures of current field-based training, and the positions of the people affected by this integration be considered.

- the National Te Kohanga Reo Trust with the tribal authorities may reserve the right to conduct its own training and have its own resources;

- special transition arrangements and emergency measures be put in place in 1987 to meet the urgent need for trained staff, with particular attention given to the needs of Pacific Island trainees and those already in training;

- recruitment and selection procedures for both trainers and trainees be revised;

- the principle of equivalency of training in the early childhood area be established. A Board of Early Childhood Studies should be set up to certificate graduates of early childhood courses when they have completed their training and induction programme, and assess other early childhood qualifications for cross-crediting purposes;

- a National Early Childhood Training Advisory Committee be established to maintain consultation between those responsible for training and early childhood interest groups;

- there be a restructuring and expansion of professional and administrative services for early childhood education within the Department of Education, including the appointment of an Assistant Secretary (E.C.E.) to promote and co-ordinate these developments;

- adequate funding be provided to implement the whole scheme, including the establishment of the new positions, the National Advisory Board and the Board of Studies;

- before implementing these proposals, the Department of Education give priority to discussions with all affected groups.

INTRODUCTION

COMPOSITION OF WORKING PARTY

The Minister of Education, Hon. R. Marshall, gave approval on 26 May 1986 for the Department of Education to establish a working party on childcare training. Nominations were received from 20 organisations with an interest in the field, and the following were selected from those nominations on an individual basis, using criteria drawn from the terms of reference.

Caryl Hamer, Training Director, New Zealand Childcare Association
Anna Jones, Executive Officer, Te Kohanga Reo
Glennie Oborn, Managing Director, Kindercare Learning Centres
Robin Sigley, President, New Zealand Free Kindergarten Teachers Association
Dr Anne Smith, Senior Lecturer in Education, Otago University

Marie Bell, educational consultant, was appointed as Chairperson, and Valerie Burns, Director of Early Childhood Education represented the Department of Education.

The Working Party co-opted Eti Laufiso, Education Officer (Pacific Island), Maori and Pacific Island Education Division, Department of Education, to ensure that the views of Pacific Island people were taken into consideration.

Michael Cooper, Helen Barber, Peter Duncan, Diane Mara-Henderson and Bill Richardson of the Department of Education, Iri Tawhiwhirangi of the Department of Maori Affairs, and Carol Love of the Te Kohanga Reo Trust also attended some sessions of the Working Party.

TERMS OF REFERENCE OF THE WORKING PARTY

The terms of reference were set out as follows:

i to evaluate present childcare training provisions in terms of coverage, forms of training and standards to meet the needs of childcare services;

ii to evaluate information provided from the training needs assessment being undertaken as part of the Department of Education's research project;

iii to make recommendations on a training course for childcare workers which would fit within a common core prescription for the training of early childcare and education personnel;

iv to make recommendations on the form, length and style of training, its content, and an appropriate delivery system;

v to recommend ways of ensuring that bicultural understandings permeate the training provision;

vi to make recommendations on methods and systems for recruitment and retention of personnel; and

vii to examine the three-year report on kindergarten teacher training and suggest ways of incorporating childcare training within its recommendations.

BACKGROUND TO THIS REPORT

The Report of the Joint Ministerial Working Party on the Transition of the Administration of Childcare from the Department of Social Welfare to the Department of Education (November, 1985) recommended that a working party be established early in 1986 to consider childcare training. This recommendation was endorsed by the Forum on Early Childhood Care and Education (December, 1985).

The Childcare Centre Regulations 1985 stipulate that each childcare centre should have a trained supervisor. This has created a demand in childcare centres throughout New Zealand for access to training. Existing training programmes have been placed under heavy pressure, with the number of applicants far exceeding the number accepted for training in all areas.

A number of qualifications are currently recognised for funding in the childcare area, including kindergarten or primary teacher training, and playcentre training.

Those which are specifically childcare qualifications are of varying standards - the Royal Society of Health Certificate, for example, which was until 1980 the only childcare specific training available in New Zealand, was extended considerably by the New Zealand Childcare Association who first administered and later took over the training.

None of the New Zealand childcare qualifications equal in length or breadth of training the kindergarten or primary teacher training courses, although many childcare centres are sessional kindergartens and one third are open 40-50 hours per week. Apart from dealing with a wider age range than free kindergartens, childcare centres should provide an educational service comparable in every way. Childcare staff have responsibilities, towards the education of children and particularly towards families, that are more than comparable to those held by teachers.

In proposing changes to childcare training it is important to understand the current situation.

A survey of all 583 childcare centres in New Zealand was undertaken by the Department of Education in 1986. Although the final report was incomplete at time of writing this report, the information already available builds a clear - and in many ways unexpected - picture of the childcare scene.

It is a profile of an area of early childhood where staff range in age throughout the whole spectrum, from under 20 years (14.1 percent) to over 45 years (15.7 percent), with 31.4 percent between 30 and 40 years.

This survey shows that the educational qualifications of childcare workers are higher than those of the general population.

Of the 746 staff surveyed, 37.5 percent have Sixth Form Certificate or University Entrance and a further 26.4 percent have School Certificate in one or more subjects. Twenty-five percent have no school qualifications.

Most of those holding a specifically childcare qualification gained this while working in the field, mainly through the New Zealand Childcare Association (10 percent) and the Royal Society of Health Certificate (4 percent).

In 1986, 18 percent of those without a childcare qualification are currently working towards one, mainly through New Zealand Childcare Association field-based training. A further 5 percent are undertaking the post-basic Massey Certificate in Early Childhood Education.

Centre supervisors surveyed estimated that two workers per centre needed the opportunity to work towards a basic childcare qualification (611 workers) and/or for a post-basic qualification (711 workers). These training needs were spread evenly across four regions (Northern, Hamilton, Central and Southern), Hamilton numbers being slightly lower.

More than half of those working in childcare at present are parents - and this fact is probably reflected in the expressed preferences for training courses to be available locally on a part-time basis. Short workshop/discussion groups/seminars/one-two day courses held locally were the most preferred option for training (39 percent), with correspondence courses (31 percent), and supervised training in a childcare centre (24 percent) also popular.

The survey points to a need for training the 29 percent of childcare staff who do not have currently recognised qualifications and to a workforce of diverse ages who have the academic potential to successfully undertake training courses and who have demonstrated the desire to do so.

It also illustrates the need to provide opportunities for those staff who do not have the childcare-specific qualifications (35 percent as opposed to the 20 percent with childcare qualifications) to extend their training to meet the needs of childcare and for those with childcare qualifications to extend and update these to the level of kindergarten teachers at least.

It highlights the stability of many staff, particularly in older age groups, and their need for part-time field-based training opportunities.

Training opportunities are currently fragmented, with separate training courses being offered by the New Zealand Childcare Association, Teachers Colleges in Auckland, Wellington and Christchurch, Te Kohanga Trust, Kindercare Learning Centres and others detailed in Appendix A. The Te Kohanga Reo movement through its Trust has its own whanau-based training scheme.

Pacific Island groups are also concerned to preserve language and culture through early childhood language nests of a slightly different kind and are seeking additional training opportunities for their staff.

The Report of the Working Party on Three Year Training for Kindergarten Teachers (April, 1986) recommended the extension of kindergarten training to three years, and recognised the need to develop a training programme which would be compatible with the training needs of the various early childhood services. Any recommendations for childcare training should mesh with the changes planned for kindergarten teacher training.

The diversity of childcare services, the paucity of trained staff and inadequate access to training all underline the urgent need for a comprehensive examination of the needs of childcare training and the development of a coherent plan for the future.

RATIONALE FOR CHANGES TO TRAINING

In its pre-election policy the Government stated its intention to "improve and lengthen the training of all early childhood educators".

The Working Party agrees that increasing the opportunities for early childhood staff to obtain good quality training should improve the quality of childcare and favourably influence children's development. The Abt Corporation studies carried out in the U.S.A. in full-day childcare (Travers, J., Research Results of the National Day Care Study: Final Report of the National Day Care Study, 1980) have shown that centres with staff who had childcare-related training provided a better quality of care. Trained staff provided more social interaction, more cognitive-language stimulation and more conversation than untrained staff. Children in centres with trained staff were more likely to be co-operative, task-persistent, and interact more with other children, and were less likely to be apathetic, withdrawn or depressed compared with children in centres with untrained staff.

Child development experts such as Lilian Katz, Urie Bronfenbrenner and Bettye Caldwell are agreed that the environment children experience in their early years can have long-lasting effects on

their development. Providing childcare staff who are responsive to the individual needs of children will give children a good chance of developing their potential. The type of encouragement that is given to early language acquisition and non-violent co-operative ways of dealing with others, for example, is likely to have long-term consequences for whether our future society consists of caring or violent communities. The input of childcare staff, along with parents, will affect the kind of society we develop.

Working in today's childcare centres is complex. Workers are expected to provide excellent care for children, to have skills working with families and community, understand tikanga Maori, be sensitive to the needs of different cultural groups, work with children with special needs and have management and administration skills. It is therefore essential to provide childcare workers with longer and more in-depth training programmes which allow them to develop this complex array of skills.

Childcare workers currently have little access to a career structure or opportunity to acquire advanced training qualifications, despite an increasing need for early childhood experience in senior positions.

One particular problem is the lack of understanding among many childcare workers of the importance of biculturalism in New Zealand. In addition, a sympathetic understanding of other ethnic minorities is needed. A recent Education Department survey on the training of childcare workers showed that only 11 percent of childcare workers believed that a knowledge of tikanga Maori was important for childcare workers. It is essential that current training programmes incorporate biculturalism and multiculturalism in order to meet the needs of Maori and other ethnic minority children and families as well as to encourage an understanding of New Zealand as a bicultural society amongst Pakeha children. Programmes should also incorporate the concept of ethnic diversity and its implications.

Pacific Islanders are not currently well catered for under existing early childhood provisions. Existing early childhood services are inaccessible for reasons such as cost and lack of cultural compatibility. Pacific Island parents feel strongly that their children should be reared in an environment which promotes their own language and culture. Many parents feel strong English language pressure, but wish to maintain their own language for cultural

identity purposes, leading to self-esteem which is the basis for later successful learning. Several Pacific Island groups (e.g., Te Punanga o te Reo, A'oga Amata) currently provide pre-school language nests. Staff in these centres lack access to a relevant training programme which is in their own language. In the words of A'oga Amata, a Samoan pre-school group, who made submissions to the Working Party:

> New Zealand is a multicultural society and the good of its people relies on how its children are educated. Give a chance to every individual to grow and prosper in what God meant him to be. Let the child develop in his own culture and language. Do not erase his identity or make him feel embarrassed of his own heritage.

Childcare as a service greatly needs to obtain more and better-trained staff to increase the status of the service and its acceptance by the public. In the past childcare has been seen as a custodial, baby-sitting service which can be provided by any untrained person (preferably female). Although attitudes have improved considerably, negative attitudes to childcare still linger in some people's minds. The myth that kindergartens provide education and childcare centres provide care is gradually disappearing because of the understanding that care and education for small children are inseparable and necessarily occur at the same time. Because childcare centres may have children for longer hours than other pre-schools, it is especially important that children experience both a stimulating, learning environment and a loving, caring environment.

The provision of more and better training opportunities for childcare workers is likely to increase job satisfaction. For workers who have "natural" skills in working with children, training can help them understand why they are doing a good job and enhance their self-esteem. Another effect of better training should be decreased staff turnover - although it is essential that better training be accompanied by better salaries and working conditions. Staff stability is an aspect of quality childcare, since children feel more comfortable and secure with familiar adults.

Most recent reports on training have recommended that early childhood training encompass the period from birth to eight. In addition, training needs exist in the areas of after school, holiday care and family daycare. Because of time limitations, the Working Party, while accepting the needs to consider training for 5-8 year olds, after school, holiday care and family daycare, have mainly considered the training needs of centres catering for under 5 year olds.

PROPOSALS

1 RESTRUCTURING CHILDCARE TRAINING

The Working Party proposes that, commencing in 1988, teachers college councils should assume responsibility for both field-based and pre-service training for childcare in all areas of New Zealand.

It is further proposed that all college councils be responsible for establishing and maintaining three patterns of training:

- campus-based training (i.e., courses taken on location at teachers colleges);
- field-based training (i.e., courses where students working in childcare centres train on-the-job in their own centre, taking theory classes on a part-time basis);
- outreach training (a pre-service or in-service programme operating away from the teachers college in the local community).

Outreach training is intended to meet the needs of local trainees, and should therefore offer both classroom-based and field-based training where necessary.

The Working Party notes that the National Te Kohanga Reo Trust with the tribal authorities may reserve the right to conduct its own training and have its own resources.

There is to be a three-year, common-core course in early childhood education, or its part-time equivalent, with provision for specialised units. Any training which comes under the umbrella of a teachers college should have special regard to catering for Pacific Island

training needs, and take into account the needs of any other special interest groups. Colleges should consult with special interest groups such as Te Kohanga Reo and private child care centres about the content of courses and their participation in them.

Current childcare training provides at least the equivalent of one year full time in a teachers college. The Working Party recognises that moving from a one-year to a three-year training period will require transition arrangements. Provision should therefore be made for trainees to be able to step off after two years, with the opportunity to step on again later or continue through field-based/outreach options. It is proposed that trainees who step off after two years be issued with a detailed course transcript by the teachers colleges identifying modules completed. They may then be credited with a certificate by the proposed Board of Studies (see page 20) for the purposes of employment until they complete the requirements to give them a third year equivalency. The Working Party sees this as an interim measure only.

Recognition should also be given to some of the skills and qualifications gained in related fields and students should be credited for their pre-service training, so that trainees may enter training on the basis of having a shortened course which is developed to meet their individual requirements.

Opportunities for in-service training to enable trained staff to update and extend their training to the proposed Diploma level should be made concurrently available.

Continuous consultation will be required between those responsible for training and all client groups.

INDUCTION SCHEME

The Working Party supports induction as a necessary adjunct to pre-service training, and endorses the induction scheme set out in the Report of the Working Party on Three Year Training for Kindergarten Teachers (April, 1986).

Everyone working in the early childhood field needs on-going training, support and supervision. This is especially critical in the first two years after graduation, when childcare workers are particularly vulnerable - they have lost the support given by tutors and fellow trainees, and must face up to the responsibilities and

pressure of an often demanding work situation, long hours and complex interactions with people. Some lose heart and leave the profession, while the effectiveness of others is placed at risk if support is not provided during this crucial period. The Working Party therefore considers that induction training should be established for the initial working years for childcare workers.

This means that advisory services should be expanded to include an induction function, and the Working Party endorses the recommendation of the Report of the Joint Ministerial Working Party for the Transition of Administration of Childcare from the Department of Social Welfare to the Department of Education (November, 1985) concerning the need for an increased number of childcare advisers, followed by an annual staffing increase until the number of advisers is in line with kindergartens and playcentres.

Continuing support and induction should be provided by the New Zealand Childcare Association, Early Childhood Workers Union, Education Officers (Early Childhood) and other relevant professional organisations.

The Working Party strongly endorses the view of the Joint Ministerial Working Party on Transition concerning the need for an appropriate ratio of one education officer (early childhood services) to forty centres (1:40) in the short-term, and a ratio of 1:25 in the long-term.

Implementing the Restructuring

Before implementing these proposals, the Department of Education should give priority to discussions with all affected groups. This should do much to ensure that a smooth transition is effected, and that no trainer or trainee is seriously disadvantaged by the changes. Special consideration should be given to the training needs of Maori and Pacific Island groups. In areas where training for these groups is proposed, the Department of Education should consider the appointment to Teachers Colleges of a person with responsibility for developing ways of liaising with and working alongside such organisations as Te Kohanga Reo and Pacifica.

Because of the scarcity of adequately trained staff in childcare centres, the diversity of training patterns, and the urgency of providing extended early childhood training, the Working Party considers that the three-year training scheme should be introduced

by phasing in three colleges in 1988 and the remaining three in 1989. Any delay will compound the difficulties in rationalising training opportunities.

Selection of colleges should be made by the Department of Education after consultation with the colleges. Factors which will determine selection include accommodation pressures, new college policies, professional commitments, staffing, and compatibility and co-operation between existing childcare and kindergarten courses. A prime consideration, of course, will be the willingness and preparedness of the college to undertake concurrent field-based and outreach programmes. Priority should be given to areas with limited access to current training through economic, geographic and language factors. The Working Party urges that the integrity and status of field-based training be assured.

In establishing outreach training centres for pre-service and for field-based training, an adaptation of the secondary schools model outlined in Appendix B could be explored.

It is not the intention of the Working Party to disband current infrastructures. The existing infrastructures of current field-based training (tutors, resources, process) should be given the opportunity to become integrated with or participate in the new structure.

Implementation of a three-year early childhood course should be accompanied by increased staffing levels of suitably qualified personnel in the early childhood divisions of teachers colleges.

In order to implement the recommendations of this report, increased in-service allocations need to be provided to give all trainers, teachers and workers the opportunity to update or extend their qualifications.

For Immediate Implementation

The Working Party recognises the current situation in childcare for trained staff, and the difficulties associated with moving directly to three-year training. It therefore recommends that, as an emergency measure to meet the urgent need for trained staff, funding should be made available during 1987 and 1988 to enable:

- **all teachers colleges in a position to offer one-year pre-service childcare courses to do so;**
- **teachers colleges currently offering childcare training to increase their quotas for childcare trainees;**
- **all organisations currently offering field-based training courses to accelerate the training of current trainees by such measures as day-release and tutor funding;**
- **the needs of Pacific Islanders to be catered for with field-based training in their own language, under the New Zealand Childcare Association Scheme in 1987;**
- **tutors for Pacific Island groups to be employed under the New Zealand Childcare Assocation scheme until the three-year training scheme is taken over by the Teachers Colleges in their area and then continued under their auspices.**

- a variety of modules - campus, field-based and correspondence - suitable for recognition as credit towards a Diploma-level qualification to be made available.

2 COMMON CORE CONTENT OF TRAINING

The proposed common core covers the equivalent of three years pre-service training and recognises a basic body of knowledge applicable to children, families and communities. Aspects of the common core should be offered in stages, with more advanced knowledge being offered in the third year.

The minimum total course of study should be 2250 hours, divided as follows:

Subject	Proposed hours 3 year course	
	Minimum	Maximum
Education Studies	450	- 700
Curriculum Studies	450	- 700
Selected Studies	450	- 600
Practical Teaching Experience	500	- 900

A more detailed breakdown of course content is set out below.

The following themes should be integral to Education Studies, Curriculum Studies, Practical Teaching Experience, and, where appropriate, Selected Studies:

- Celebration of cultural diversity.
  Recent years have seen a growing awareness of New Zealand's cultural diversity and its implications for schools. New Zealand children come from a wide variety of cultural backgrounds, and will tend to make sense of the world in culturally determined ways. Trainees should be be made aware of these in all areas of the programme.

- The individual needs of children, including those with special needs and abilities.
  This will include the needs of children aged 0-8 (and in particular, infants under 2), and also children with special needs and abilities. Cultural, academic and social factors should be covered.

- Trainees should be informed of how to recognise and cater for these needs - not just in special programmes but in every early childhood environment.

- Language studies.
  These include development of language skills, including acquisition of first language, development of second language skills including English as a second language, literary tradition and communication. Consideration should be given to developing fluency in a second language, especially Maori. Stories, words and talk are integral to all areas of the early childhood curriculum. They should be studied in context, and not as topics in isolation.

- Parents in education.
  More than in any other area of education, early childhood teachers work directly with parents as well as with children. They should have a clear perception of the educational roles of teachers and parents, how parents can be supported in this role, and how they can most usefully participate in early childhood programmes.

- Personal growth.
  An understanding of the development of the self is essential to the core of education. Trainees should be given opportunities to develop their understanding and skills in human relationships, starting with their personal development.

CONTENT OF COURSES FOR PROPOSED THREE-YEAR TRAINING SCHEME: COMMON CORE

A Education Studies - 4 topics, 450-700 hours

(i) Early Childhood Education and Care. History, philosophy, trends and politics. 100 hrs.

(ii) Development and Learning. Child development, child study, child psychology, life span development (emphasis 0-8), theories of learning. 200-300 hrs.

(iii) Social and cultural context. Working with families, communities, cultural differences, structures, classes, interaction. Understanding the process. 100-200 hrs.

(iv) Special Education. 50-100 hrs.

B Early Childhood Curriculum - 6 topics, 450-700 hours

(i) Teaching Studies. Theory, planning, evaluation and teaching in early childhood centres. 75-100 hrs.

(ii) Administration and Management. Record keeping, centre management, professional development. Minimum option in Year 1 and 2. 25-50 hrs.

(iii) Specific Early Childhood Education Curriculum. Includes play and play theories, basic programme activities, music, movement, the environment, children's literature, art and craft, early reading, early mathematics, working with infants. 200-300 hrs.

(iv) Health. Safety, first aid, hygiene, nutrition, infant and toddler care 50 hrs.

(v) Resources. Audio, visual, computers, publicity media. Optional in Year 1 and 2. 25-50 hrs.

(vi) Working With Parents. 75-150 hrs.

C. Selected, Liberal, Personal Studies - 2 topics, 450-600 hours

(i) Personal Growth (Human Relationships). To include self awareness, communication, listening skills, group dynamics, leadership styles, conflict resolution. Min. option Year 1 and 2. 100-200 hrs.

(ii) Study at own level of interest. Music, art, literature, a second language, psychology, sociology, child development. This can be related to the needs of the student's own community. 350-500 hrs.

D. Practical Supervised Teaching Experience - 500-900 hours

Practical experience is an integral and important part of early childhood training. Whatever changes are made to training, it is essential that carefully supervised practical experiences are retained, and that these are provided in centres known to provide good quality programmes. Upgrading training does not mean making courses entirely theoretical: theory should relate to practice, and that practice should occur within the context of high quality centres.

It is intended to allow field-based training to encompass the maximum practical hours option for practical experience. The integration between theory and practical should be encouraged in all courses.

3 SELECTION AND RECRUITMENT

Selection procedures for trainees should be revised to achieve a balance of trainees of different ages and sexes, drawn from a variety of educational, cultural, and socio-economic backgrounds. Since the usual style of interview can be very inhibiting, steps should also be taken to devise selection procedures suited to making applicants feel comfortable and unthreatened. One necessary procedure, for example, is the inclusion on interview panels of people of similar background (sex or ethnic origin) to interviewees.

Important qualities, skills and previous experience should all be taken into account in selection. Voluntary work, especially that undertaken within the community, and the day-to-day experience

of working with children gained while raising a family are all valuable. It is particularly important to encourage older women to apply. In many cultural groups, and particularly in Maori and Pacific Island communities, older women are particularly valued for their childcare skills.

The minimum quota for Maori and Pacific Island trainees in the early childhood courses in any training institution which is involved in selection should be at least 15 percent, with no less than two-thirds of these Maori and Pacific Island trainees in field-based and outreach centres.

Another very important factor in selection should be the applicant's skill and competence in interacting with children. Although not all traditional teachers college selection procedures have assessed competence with children, it is possible to do so, as is demonstrated by the procedures carried out at Auckland College of Education (Appendix C).

Recruitment and vocational guidance procedures should realistically define the nature of childcare work and adequately represent its importance. Previous experience suggests that recruitment officials, including departmental officers, school principals or teachers from other levels of the education system, should understand that early childhood work needs careful preparation through rigorous training. It is therefore vital to involve people with positive attitudes and adequate knowledge about childcare in the recruitment process.

To reduce the number of trainees who drop out of courses for reasons connected with financial pressures, trainees should be given adequate financial support and time to carry out their studies. Bursaries are necessary to provide sufficient assistance for low-income trainees. Trainees in part-time field-based programmes need paid day release or other means to make completion of their training a real option for them. Consideration should also be given to providing extra assistance and support to trainees who, because of their cultural or class background, family circumstances or responsibilities, find institutional training difficult.

The Department of Education should initiate changes in the definition of a teacher to ensure that it includes childcare workers. Since the Department of Education has taken over responsibility for childcare, it is important that childcare workers should have rights and responsibilities similar to those of teachers at other levels in the education system.

It is inappropriate for the control of selection and recruitment of childcare workers to be held by education boards, since they are not involved in administering childcare. The Department of Education should create a position in Personnel Division for an Education Officer (Early Childhood), who would have the responsibility for liaising with community groups and organising recruitment procedures. The Working Party recommends that, with the establishment of an integrated training, kindergarten recruitment should become part of their duties.

4 CROSS-CREDITING AND EQUIVALENCE OF QUALIFICATIONS

In its 1984 election policy, the Government stated its intention of "including kindergarten and childcare workers in negotiations for a unified salary scale for all teachers".

A first step towards implementing this policy would be for the Department of Education to establish the principle of equivalency of training in the early childhood area.

A Board of Early Childhood Studies should be set up to certificate graduates of early childhood courses when they have completed their training and induction period; and to assess other early childhood qualifications for purposes of cross-crediting. The composition of the board would be negotiated between the early childhood interest groups and the Education Department.

The Board of Early Childhood Studies should refer to the Lopdell Centre Report Training and Qualifications Structure in Early Childhood Care and Education (February,1986) as a guide to determine equivalence of qualifications and points of entry. The report recommends that childcare people with a currently approved basic qualification (Category A) should receive recognition when a new training structure is adopted. This is referred to as "grandparenting", and is a similar process to that which occurred when primary teacher training was extended from two to three years. Childcare workers who currently have a

Certificate in Childcare from the New Zealand Childcare Association or from one of the teachers colleges, for example, will be deemed to have the equivalent of a two-year step-off level qualification. Category B qualifications (currently unrecognised) have to be assessed individually so that elements of the common core are credited and individuals expected to pick up additional elements through current training courses. Currently the Accreditation Board carries out this function, which should become part of the Board of Early Childhood Studies' responsibilities.

Staff with a currently approved basic minimal training should be given the opportunity to build on their existing qualification to obtain a diploma-level of training. For example, someone with a Childcare Certificate would be eligible for the equivalent of a third year of a training course when three-year training is introduced. A third year of study would then give them a Diploma of Teaching specifying the completion of an early childhood training. This could be acquired by a full-time year at a teachers college or part-time through local or distance teaching (such as Advanced Studies for Teachers Unit, or outreach or field-based training, through teachers colleges) over a longer period of time.

The Working Party also endorses the recommendations of the Lopdell Report that:

- Kindergarten teachers with a two-year qualification be "grandparented", so that their qualification would be deemed equivalent to a three-year training, upon the introduction of three-year training.

- Upon the introduction of three-year training the same cross-crediting towards a degree should be made possible for early childhood people, whether qualified in childcare or kindergarten, as is currently possible for primary teachers.
- Training courses should be portable between different services once the system of equivalency is established.

The Board of Early Childhood Studies needs to consult with all relevant early childhood groups on matters of cross-crediting and equivalency of qualifications. Two important criteria should be considered by the Board of Early Childhood Studies when an individual asks for recognition or cross-crediting of qualifications. Course work has already been discussed. The second criterion, and

a major consideration, is practical competence. This should be assessed using systematic observational criteria such as those currently used by New Zealand Childcare Association. A six-month trial period in a good quality centre should be required of workers coming from non-childcare backgrounds like primary teaching. During this period, practical work should be assessed.

It is likely that groups with special purposes and requirements will continue to offer their own basic training. In due course, staff trained to these requirements may wish to have the option of continuing with further early childhood training qualifications. With the development of a rational and fair system of cross-crediting they would not only be given appropriate credit for their existing training, but provided with the opportunity to build on it and work towards a more comprehensive training qualification. Overseas certificates or qualifications should be considered by the Board of Early Childhood Studies. The Board might also recommend additional courses to meet particular gaps in training.

5 STAFFING AND CONDITIONS OF SERVICE

Staffing

The Working Party recognises the autonomous nature of teachers college councils and the individuality of each training institution.

However, one of the important aspects of providing high quality childcare training is the quality of the trainers, since trainers act as models for trainees.

Selection procedures for trainers (both campus and field-based) should be examined carefully to ensure that as wide a selection of people as possible are attracted to the job.

When appointing to positions in the early childhood area, teachers college appointments committees should be reconstituted to include a majority of people who cover the spectrum of early childhood services and who themselves are experienced in that field. Maori or Pacific Islanders should be included in all selection committees.

When teachers college councils are appointing early childhood staff, consideration should be given to attracting applicants who combine early childhood experience with positive attitudes to childcare, knowledge of tikanga Maori, interpersonal skills, proven ability to

work with adults, early childhood specific training, and academic qualifications. None of these attributes alone is sufficient. Weight should be given to experience gained working in a centre, as well as to the background to fit that practical experience into a wider theoretical framework.

Appointment committees for teachers colleges should place great emphasis on:

- the importance of successful early childhood experience and qualifications as criteria for appointment;
- work done in child-rearing and home management;
- financial and administrative experience gained in either the paid or voluntary sectors.
- (when appointing field-based trainers) demonstrated ability in field-based teaching and assessment and an empathy with the community in which they will be working. Wherever possible, continuity of employment for those presently working as field-based trainers should be aimed for.

Conditions of Service

The Working Party recommends for the consideration of the Department of Education that the appointment to the teachers colleges of the lecturer in charge of Early Childhood Education be made at principal lecturer level.

The trainers themselves should be treated with consideration: a realistic workload and sufficient time for planning, preparation, thinking and evaluation are needed, as are regular opportunities for in-service training. Trainers should be given training and induction.

Trainers need skills in working with adult students. Staff involved in training, whether their background lies in childcare, kindergarten, or primary education, should undergo thorough preparation to learn the skills needed to work with adults who will become childcare workers. The use of block courses to achieve this could be explored.

Personnel chosen as trainers must be paid according to the standard lecturers' salary scale.

Training staff need access to study and experience which keeps them in touch with conditions and developments in the field of childcare. There should be interchange between college staff and centre staff to prevent either group working in isolation, and so that trainees can be given the benefit of new developments.

Early childhood trainers, whether campus-based, field-based, or outreach, should be encouraged to feel that they are an integral part of all college activity, including policy-making.

Teachers colleges should be equal opportunity employers in the early childhood division.

6 ADMINISTRATIVE AND PROFESSIONAL SUPPORT STRUCTURE

Some structures have been outlined at relevant places within this report, but the Working Party sees the need for an additional recommendation.

Assistant Secretary (Early Childhood Services)

A new position of Assistant Secretary (Early Childhood Services) should be established within the Department of Education. (The establishement of this position was also proposed in the Report of the Joint Ministerial Working Party on the Transition of the Administration of Childcare from the Department of Social Welfare to the Department of Education (November, 1985).

The diversity of the early childhood constituency, the complexity of co-ordinating and liaising between its various sectors, the need for direct access to the policymakers, the maintenance of continuous consultation with all early childhood client groups, and the development of policy that is consistent with the principles and changing needs of early childhood are all factors that make this position necessary.

National Early Childhood Training Advisory Committee

The Working Party recommends the setting up of a small national committee reflecting the nature of the early childhood constituency. There needs to be continued consultation between those

responsible for training, early childhood interest groups and the National Committee.

The Committee would have the following functions:

- to collect information about early childhood training needs in various parts of New Zealand. Information should come from organisations concerned with training such as early childhood advisory committees in teachers colleges, and from the research division of the Department of Education.

- to provide advice to the Director-General of Education and the Minister of Education on early childhood training policy, to recommend on funding requirements, to recommend adaptations to training provision as training needs change and to monitor the effectiveness of existing training programmes.

- to be an independent voice on early childhood training policy and to receive submissions from early childhood interest groups. Members, while not necessarily representing all interest groups, would have the responsibility for keeping interest groups informed.

The Committee should consist of a maximum of ten people, no more than two of whom should be departmental officers, including one from the Early Childhood Division of the Department of Education. Nominations should be sought from all early childhood groups and a committee selected by the Director-General of Education from these.

Appointments would be for a period of three years with right of reappointment once. Nominations would be called for at three-yearly intervals. The Committee should be serviced from the Early Childhood Division and a chairperson elected from within the group.

Board of Early Childhood Studies
See "Cross-Crediting and Equivalence of Qualifications", page 20.

Education Officer (Early Childhood) in Personnel Division
See "Recruitment and Selection", page 20.

Advisory Officers
See "Induction Scheme", page 14.

7 FUNDING

The success of all the proposals made by this Working Party depends on the provision of adequate funding. The Working Party recommends that, when costing new proposals, present funding be examined with a view to redeploying that funding into the integrated scheme.

Additional funding needs to be made available to:

1 Pre-Qualification Training

- establish three-year courses (and their part-time equivalent) in three teachers colleges in 1988 and three in 1989;
- establish and maintain three strands of training - campus-based, field-based and outreach;
- allow for an increased intake of trainees and consequent increase in trainers;
- permit the provision of adequate paid lead time for preparation and planning for staff in pre-service and field-based courses;
- make provision for those currently in the service to improve their qualifications to Diploma level;
- ensure that outreach trainees are entitled to any monies for fees, grants and allowances which may be available to campus-based trainees;

2 In-Service Training

- increase advisory services, in-service training, teacher release days and travel;

3 Administrative Support

- establish a new position of Assistant Secretary (Early Childhood) within the Department of Education;
- establish and maintain a National Early Childhood Training Advisory Committee;
- meet the particular needs of transition, such as meetings between affected groups;
- set up a Board of Early Childhood Studies;
- appoint an Education Officer (Early Childhood) in the Personnel Division of the Department of Education;
- implement recruitment and selection procedures;

4 Immediate Funding Recommendation for 1987

- implement emergency measures for 1987 as recommended under "For Immediate Implementation", page 15;
- inform and promote the recommendations of this report within the early childhood constituency at national, regional and local meetings.

RECOMMENDATIONS

Childcare Training

The Working Party notes that the National Te Kohanga Reo Trust with the tribal authorities may reserve the right to conduct its own training and have its own resources.

The Working Party on Childcare Training recommends that:

- from 1988, teachers college councils assume responsibility for field-based and pre-service training for childcare workers in all areas of New Zealand.

- three patterns of training should be developed;

  a) campus-based (an on-site college course);

  b) field-based (where students train in their own centre on-the-job, taking theory classes on a part-time basis)

  c) outreach (a programme operating away from the teachers college, in the local community).

- to implement three-year training, three colleges per year be phased in over a two-year period (1988 and 1989).

- teachers colleges offer a three-year common-core pre-service and equivalent field-based training course in early childhood education with provision for specialisation.

- an allowance be made for trainees to step off after two years with the opportunity to step on again either in college or in the field.

- as an interim measure, trainees who complete two years' full-time training or its field-based equivalent receive credit by the proposed Board of Early Childhood Studies for two years' work.

- the existing infrastructures of current field-based training and workers (tutors, resources, process) be given the opportunity to integrate with or participate in the new structure.

- the Department of Education give priority to discussions with all affected groups at both the planning and the implementation stages of any policy changes.

- suitably qualified staff be appointed to the early childhood divisions of the teachers colleges to enable the three strands of training to be implemented concurrently.

- urgent provision be made for in-service funding allocations adequate to provide all trainers, teachers and workers with the opportunity to update or top up their qualifications to Diploma of Teaching level.

Induction Scheme

The Working Party on Childcare Training recommends that:

- following the period of three-year pre-service training, there should be an induction period of no less .than one year.

- advisory and support services for childcare be expanded.

Selection and Recruitment

The Working Party on Childcare Training recommends that:

- selection procedures for trainees be set up which provide a balance of trainees of different age, sex, and educational, cultural and socio-economic backgrounds,

with the introduction of selection procedures which make applicants feel comfortable.

- important qualities, skills and previous experience be taken into account in selection. More importance be placed on work in a voluntary capacity or within the community, and experience raising a family.

- a minimum quota of 15 percent for Maori and Pacific Island trainees be established in any training institution which is involved in selection, with no less than two-thirds of this quota being given to field-based and outreach centres.

- the procedures used at Auckland College of Education (Appendix C) be utilised more widely in selecting trainees.

- trainees be given adequate financial support and time to carry out their studies, with the provision of bursaries for low-income trainees and paid day release and/or other means for field-based trainees.

- the Department of Education initiate changes in the definition of a teacher to ensure that it includes childcare workers. Childcare workers should have rights and responsibilities similar to those of teachers at other levels in the education system.

- the Department of Education create a position in the Personnel Division for an Education Officer (Early Childhood) with responsibility for liaising with community groups and organising recruitment procedures. Control of selection and recruitment of childcare workers should move from the education boards to become this officer's responsibility.

Cross-Crediting: Equivalency of Qualifications

The Working Party on Childcare Training recommends that:

- the Department of Education establish the principle of equivalency of training in the early childhood area.

- a Board of Early Childhood Studies be set up to certificate graduates of early childhood courses following the completion of a satisfactory induction programme, and to assess early childhood qualifications for cross-crediting purposes.

- the Education Department liaise with early childhood interest groups over the composition of such a Board.

- the Board of Early Childhood Studies refer to the Lopdell Centre Report Training and Qualifications Structure in Early Childhood Care and Education (February, 1986) as a guide to determine equivalency of qualifications and points of entry for trainees.

- with the introduction of three-year training, the principle of "grandparenting" should be applied.

- childcare workers with an approved basic minimal training be given the opportunity to build on their existing qualification to diploma level.

- qualified childcare workers shall be permitted the same cross-crediting towards a degree as is currently the case for primary teachers.

- once the system of equivalency is established, training courses for early childhood workers should be portable between different services.

- the Board of Early Childhood Studies, when considering cross-crediting of qualifications, should take into account two criteria: the relevancy of course work, plus assessed practical experience.

- a system be devised for allocating appropriate credit to the existing qualifications of Te Kohanga Reo, Playcentre, or other special interest centre workers for the purpose of cross-crediting them towards further qualifications sought.

Staffing and Conditions of Service

The Working Party on Childcare Training recommends that:

- selection procedures for trainers, whether campus or field-based, be examined carefully to ensure that as wide a selection of people as possible are attracted to the job.

- when appointing to positions in the early childhood area, teachers college appointments committees be reconstituted to contain a majority of people who cover the spectrum of early childhood services and who themselves are experienced in that field.

- Maori or Pacific Islanders should be included on all selection committees. A criterion for the selection of trainers should be their proven ability to work well with Maori and Pacific Island people and generally relate well to others within a multicultural context.

- selection committees for teachers colleges place more importance on the value of work done in child-rearing, home management, and financial and administrative experience gained in the paid or voluntary sectors.

- trainers should themselves be given training and induction.

- people appointed as field-based trainers should have demonstrated ability in field-based teaching and assessment as well as an empathy for the community in which they will be working.

- wherever possible, there should be continuity of employment for present field-based trainers.

- emphasis be placed on the skills of working with adults as these are essential for all trainers.

- a realistic workload and opportunities to plan, prepare and evaluate should be built in to training timetables.

- the Department of Education consider making the appointment to teachers colleges of the lecturer in charge of Early Childhood Education at principal lecturer level.

- interchange between teachers college and centre staff should be planned for to keep all personnel up to date and in touch with conditions both on campus and in the field.

- teachers college councils should be seen to be equal opportunity employers.

Administrative and Professional Support Structure

The Working Party on Childcare Training recommends that:

- a new position of Assistant Secretary (Early Childhood Services) be established within the Department of Education.

- A national committee, the National Early Childhood Training Advisory Committee, representative of all sectors of the early childhood constituency be set up to ensure continuity of consultation between sectors.

Funding

The Working Party on Childcare Training recommends that:

- the Department of Education ensure that adequate resources are sought through new policy procedures to implement the full range of this report's recommendations - on pre-service training, in-service training, administrative support and emergency measures.

GLOSSARY

A definition of the terms used in this report.

Basic Minimum Qualification:

The proposed minimum qualification recognised for work in a childcare centre.

Campus-Based Training:

A full-time pre-service course taken on location at a teachers college.

Childcare Centres:

As defined in the Childcare Regulations (1985): premises where 3 or more children under 7 years are cared for part or all of the day. This does not include family groups or other early childhood services, hospitals, foster homes, schools or health camps/services.

These centres may be (a) full day centres which receive children for more than 4 hours per day; (b) sessional centres which receive children for 4 hours or less per day; or (c) special-purpose centres which have programmes of activities and facilities that significantly emphasise the special purpose of a centre or any special characteristics of the children.

Childcare centres may be set up by private organisations; educational, industrial, community or church groups; or private individuals.

The supervisor of a licenced centre must hold a qualification recognised by the Department of Education.

Common Core:

That component of course content which is considered fundamental to a range of early childhood trainings.

Early Childhood Education:

Early childhood programmes for children and infants between 0-8 years. Both the care and the education components are assumed to be an integral feature of early childhood provision.

Field-Based Training:

Courses where staff working in childcare centres are trained and assessed on the job, taking theory classes on a part-time basis.

Free Kindergartens:

The New Zealand Free Kindergarten Union administers kindergartens through Associations at local level.
Free kindergartens employ trained teachers, who have undertaken two years' full-time study in one of six teachers colleges.
Kindergarten sessions for children aged 3-5 years, or two-and-a-half in special cases. Normally two groups, one of five morning sessions and the other three afternoon sessions of three hours and two-and-a-half hours respectively.

Grandparenting:

Recognising the validity of a qualification when the training requirements are extended so that those already holding the qualification will not be disadvantaged. Formerly known as "grandfathering".

Infrastructure:

The organisation and administrative structure of a training programme.

In-service Training:

Refreshment training opportunities for staff working in the service.

Kindercare:

A privately owned chain of childcare centres in the Auckland area. The organisation offers part-time training for staff working in childcare centres, particularly, but not exclusively, to those working in Kindercare.

Language Nest:

An early childhood centre which is based around the language of its organising group.

New Zealand Childcare Association (N.Z.C.A.):

An umbrella organisation for childcare centres and individuals with an involvement or interest in childcare. Members must endorse the N.Z.C.A. aims and ethics. The Association administers a field-based training programme which offers professional training for staff working in any licenced childcare centre in New Zealand.

Outreach Training:

Training which operates away from the teachers college in the local community. It may be pre-service, in-service or field-based.

Pacifica:

National Pacific Island Women's Council with an interest in promoting Pacific Island language nests.

Playcentres:

Parent co-operatives providing early childhood education for families and children from 0-5 years. Parents both organise and staff sessions. Between one and four play sessions lasting no more than three hours each are held each week. Playcentres administered by the New Zealand Playcentre Federation offer training courses leading to the National Supervisors Certificate. There is also a post-basic Playcentre Diploma.

Portability:

The concept of a qualification awarded by one early childhood service being recognised as a qualification by a related service. It can also apply to modules which are recognised as equivalent for a number of trainings (see Common Core).

Te Kohanga Reo:

Nga Kohanga Reo (Maori Language Nests) are centred round the concept of the whanau (family). They promote the development and total well-being of children in an environment which is Maori in action and language.
Workers in Kohanga Reo may be paid or voluntary. They include kaumatua (elders), kaitiaki (supervisors), kaiako (teachers), and parents.
The Te Kohanga Reo Trust offers a training programme for Kohanga Reo workers.

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APPENDICES

APPENDIX A: CURRENT CHILDCARE TRAINING COURSES

NEW ZEALAND TRAINING QUALIFICATIONS CURRENTLY RECOGNISED FOR WORK IN CHILDCARE CENTRES:

(a) New Zealand Primary Teachers' Certificate

(b) New Zealand Free Kindergarten Union Diploma

(c) New Zealand Playcentre Supervisors' Certificate

(d) Royal Society of Health Certificate of Childcare (No longer offered)

(e) Plunket Nursing Certificate

(f) New Zealand Childcare Association "Certificate in Childcare"

(g) Auckland Teachers College "Certificate in Early Childhood Care and Education

(h) Christchurch Teachers College "Certificate in Early Childhood Care and Education"

(i) Wellington Teachers College "Certificate in Childcare"

(j) Kindercare "Early Childhood Teachers Certificate"

(k) Massey University Certificates "Early Childhood Education" and "Early Child Development"

(l) Wellington Polytechnic "Certificate in Childcare" (No longer offered)

(m) Advanced Studies for Teachers Childcare Course (endorsed by the New Zealand Childcare Association) (No longer offered)

(n) Licenced Childcare Centres Federation "Certificate in Early Childhood Care and Education" (Provisional recognition only).

NEW ZEALAND TRAINING QUALIFICATIONS RECOGNISED FOR SPECIAL NEEDS AND CIRCUMSTANCES:

(a) Te Kohanga Reo Certificate, for work in kohanga reo

(b) Teachers Intellectually Handicapped (Children) Certificate, for work in Intellectually Handicapped Centres

(c) Karitane Nursing Certificate (no longer offered), for work in centres providing for children aged 0-2.

NEW ZEALAND POST-BASIC TRAINING IN EARLY CHILDHOOD EDUCATION:

(a) Massey Certificate in Early Childhood Education

(b) Advanced Studies for Teachers papers

(c) New Zealand Childcare Association "Infant Care and Education" paper.

(d) Bachelor of Education degree in Early Childhood Education (Otago and Massey Universities)

OVERSEAS TRAINING QUALIFICATIONS:

A wide range of overseas qualifications is recognised for work in New Zealand childcare centres.

NEW ZEALAND TRAINING NOT CURRENTLY RECOGNISED FOR WORK IN CHILDCARE:

Among the qualifications not currently recognised are:

(a) Te Punanga o te Reo training

(b) A'oga Amata training

(c) Rangiruru Diploma in Home Management and Family Care

(d) Karitane Community Workers' Training

(e) Most Montessori (correspondence) Training Certificates

NEW ZEALAND TRAINING PROGRAMMES CURRENTLY RECOGNISED AS SPECIFICALLY CHILDCARE QUALIFICATIONS ARE OFFERED BY THE FOLLOWING:

TEACHERS COLLEGES:

Three teachers colleges currently run childcare courses: Auckland, Christchurch and Wellington. Teachers college courses include studies in early childhood curriculum and education, the family, human relationships, health education, nutrition and safety. A minimum of 500 hours of practical experience is included in this one-year training programme.

Some early childhood courses may be taken in common with kindergarten trainees. Training includes a variety of methods.

FIELD-BASED COURSES:

(a) New Zealand Childcare Association Certificate in Childcare

This certificate is the equivalent of the one-year full-time teachers college courses and may be completed in up to five years part time. Most students complete within three years. It requires 570 hours in course theory and 1000 hours' practice, including a supervised practicum.

Training methods include group tutorials, workshops, teaching and assessment visits to trainees in their centres.

A full-time training director based in Wellington has responsibility for the development and implementation of the training programme.

(b) Kindercare Learning Centres Early Childhood Teachers Certificate

This is a two year training programme.

Stage 1 commences late January and consists of 20 full-time training weeks (increasing to 27 weeks in 1987). The rest of the year is spent in supervised field-work in approved childcare centres.

Stage 2 consists of 65 hours theory and an extended period (a school year) of supervised fieldwork where competencies are developed further.

Kindercare employs two full-time Tutor-Coordinators.

APPENDIX B: EVALUATION OF OUTPOST TRAINING

This article summarises the findings of the report by Helen Norman and Bill Richardson, Evaluation of Outposts for Secondary Teacher Training, Research Report Series No. 17, Department of Education, Wellington,1982.

1 Background to the Evaluation

In 1980, four outposts of Secondary Teacher Training were established - Rotorua/Bay of Plenty, Hawkes Bay, Manawatu/Wanganui and Invercargill. As these outposts were approved initially for two years and were to be the subject of review at the end of that period it was necessary to conduct an evaluation of their effectiveness. At the same time an evaluation of the Hutt Valley Outpost which has been in existence since 1969 was undertaken.

2 Method

The evaluation concentrated on significant features of outpost training, characteristics of outpost trainees and their subsequent teaching performance. Postal questionnaires were sent to several of the groups involved in outpost training throughout 1981 as follows:

March: Outpost directors (N=5, all replied)

April: Teacher-tutors (N=83, 68 replied)

April: Principals of local schools (N=46, 42 replied)

August/October: ex-outpost trainees from 1980 (N=103, 86 replied)

November: Inspectors. Questionnaires were sent to District Senior Inspectors in each regional office and the District Senior Education Officer in Gisborne. One office provided comments from all inspectors involved, thus 9 completed questionnaires were returned.

Short reports were written at each stage describing the information obtained from each survey. Each group was sent a copy of the report resulting from the information they had provided and outpost directors were given copies of all reports.

3 Characteristics of Outpost Trainees

The outpost trainees tended to be older than those at the main teachers colleges (e.g. in 1980 the median age of Division C trainees at the outposts was 30 compared with 23 for those at Auckland and Christchurch Teachers Colleges.). The survey of ex-outpost trainees showed that half of them had had teaching experience prior to outpost training and two-thirds had had some other vocational experience.

Teacher-tutors and principals of local schools generally commented favourably on outpost trainees. They said they were more mature, more motivated and more dedicated than other trainees. An examination of information relating to applicants for outpost training since 1980 seemed to indicate that the number of suitable Division W and Commercial applicants was decreasing while the number of suitable Division C applicants had remained stable.

4 Courses

Information relating to specific parts of the outpost programme was obtained mainly from outpost directors and teacher-tutors. There was considerable variation in course hours and requirements for individual students. The range of subjects offered and the number of teacher-tutors employed (90 in 1980) suggests that strong endeavours were made to make individual programmes a reality in outpost training. Outpost directors generally taught compulsory education/professional studies courses while short duration block courses were used to fulfil immediate trainee needs. An example was the provision of a course on fundamentals of mathematics for Division W trainees. Subject studies were taught by teacher-tutors from local schools. The courses provided seemed to have been developed on a more informal basis than those offered in the established teachers colleges.

5 Teacher-Tutors

Teacher-tutors are teachers in local secondary schools who are used extensively by outposts to teach the subject courses required by trainees in Divisions W, Adult Commercial and C. The number of trainees in each course taken by a teacher-tutor varied from 1-20. However, almost two-thirds of the teacher-tutors provided their course for three or fewer trainees.

The survey of teacher-tutors showed that they were well qualified and experienced teachers. Three-quarters currently held Head of Department positions or had held them in the past. They had a median teaching service of 16 years. The trainees tended to rate their teacher-tutors as "very good" or "good" on each of seven elements of their performance. Their subject knowledge and enthusiasm in particular were regarded highly by ex-outpost trainees. Many teacher-tutors reported that the tutoring experience had stimulated their own teaching and self-evaluation although the workload was, in some cases, considerable. Directors were involved in selecting, training, organising and co-ordinating the work of teacher-tutors and were reported as having carried this out well in most cases.

The fact that so many teacher-tutors were used (90 in 1980) meant that individual needs of trainees could be met more readily but this required considerable organisation by the Director. The provision, in some cases, of a number of courses in the same subject for a particular outpost and for small numbers of trainees could be seen as inefficient.

6 Placement

Placement refers to school experience for trainees on a regular basis excluding block teaching sections. Outpost trainees were generally placed in a school for two or three days per week for six to eight weeks for the first two terms. Forty-six schools were involved in placements in 1980.

All eight features of placement which were assessed by ex-trainees were considered by a majority to be "very good" or "good".

Directors, principals of schools involved in placement teaching and ex-outpost trainees were asked to comment on advantages and disadvantages of placement teaching.

Some advantages given were that it provided an opportunity for trainees to see a wide variety of teachers and teaching methods (11 out of 86 ex-trainees), allowed familiarity with the school before teaching section occurs (10 ex-trainees), resulted in the exchange of ideas and introduction of fresh ideas from trainees (10 out of 42 principals), stimulated staff and provided an opportunity for them to rethink their own teaching techniques (13 principals) and enabled theory to be related to practical experiences (3 ex-trainees, all 5 directors).

Some disadvantages mentioned were teacher overload (3 directors, 15 principals), lack of continuity (11 principals, 24 ex-trainees), and timetable difficulties (8 principals, 11 ex-trainees).

Although it was not seen to be as valuable as section teaching, placement teaching was considered by directors and the majority of ex-trainees surveyed to give trainees access to a wide variety of different teaching styles and school organisations. Most of the principals of the schools concerned saw placement as being of mutual benefit to the trainee and the school.

7 Resources

It had been claimed that the quality of outpost training would be reduced because trainees do not have access to the many resources which are available at a large teachers college. Directors were asked about the availability and use of resources and ex-trainees were asked if they felt in any way disadvantaged by not having direct access to any particular resources.

Outpost directors said that most basic equipment was available either at the outpost or through the generosity of their host school or institution. Where directors expressed a desire for equipment, it was acknowledged as being for luxuries rather than for essentials.

Twenty-seven percent of the 86 ex-outpost trainees indicated that they did not miss any resources which would normally be available. Twenty-four percent missed one resource, 20 percent two resources, and 29 percent three or more resources. Those resources most often missed by trainees were a library (47 percent of ex-trainees), audio-visual resources (44 percent), specialist staff (37 percent), a gymnasium (26 percent), and access to personal development courses (23 percent).

Outpost training was reported to suffer from a lack of resources, particularly access to library and audio-visual hardware, if the outpost was located away from a teachers college. On the other hand, heavy use was made of local schools, teachers, and other community personnel.

8 Outpost Programme as a Whole

Ex-outpost trainees were asked to assess various aspects of the outpost programme while teacher-tutors, principals of schools with placement schemes, and inspectors were asked to comment on the adequacy or otherwise of outpost training in preparing trainees for teaching.

Most trainees thought their outpost programme had been "successful" or "very successful" in providing them with the skills (72 percent), knowledge (66 percent), and attitudes (73 percent) necessary for effective teaching. One-third of the respondents thoght the outpost programme was "very valuable" in terms of their personal development while a further quarter found it to be "valuable".

More than half the respondents (54 percent) described school experience as the most valuable element in their training. Twenty percent mentioned some aspect of the outpost programme and 12 percent some personal or social aspects of the programme. Suggested alterations to the programme indicated a preference for a practical rather than theoretical orientation. Sixty-six percent of the trainees rated the workload as "very heavy" or "heavy" on a five-point scale.

Teacher-tutors were generally enthusiastic about outpost training as a whole - 22 teachers (out of 68) said it was excellent, successful or very effective, nine that it was a good concept and two that the system should be extended. Half the teachers commented on the more realistic approach provided by outpost training and nine mentioned that the high teacher/trainee ratio enabled more individualised courses.

Principals of schools with placement schemes tended to make favourable comments about the system of outpost training although some qualified their approval and others suggested improvements. They mentioned the close relationship between theory and practice and the individualised and realistic nature of the programme. The point was made that in schools with subject shortages, experienced staff were likely to be overworked already without the additional burden of tutoring.

Inspectors also seemed to be generally in favour of outpost training but with some reservations. Several problems or difficulties were mentioned and some suggestions were made as to how to overcome them. An example was the danger of a trainee becoming indoctrinated with the philosophy of only one school which could be overcome by ensuring that trainees were placed in at least two contrasting schools.

9 Teaching in 1981

Most of the ex-outpost trainees were teaching 2 or 3 subjects (42 percent and 33 percent respectively) at 3 or 4 different levels (49 percent and 32 percent). Seventy-one percent were teaching only subjects they had studies during their outpost training. They were also asked to assess their current teaching performance on seven aspects of teaching using a 5 point scale. On all aspects except "use of materials" the majority of ex-trainees assessed themselves as "competent in all aspects" or "competent with a few weaknesses". On no aspect did more than 18 percent regard themselves as "adequate with a few weaknesses" or "inadequate". The number assessing themselves as inadequate on any aspect was almost negligible.

Most inspectors made favourable comments when asked "In your experience how well do outpost trainees perform as year one teachers?". For example, "ex-outpost trainees quickly adopt the role of teachers", "have good relationships with pupils" and "readily become involved in the life of the school". The only negative comments made related to three individuals rather than to ex-outpost trainees in general.

10 Retention Rates

Retention rates for outpost trainees seemed to be reasonably comparable to those from the main teachers colleges as far as could be determined from the data available. The majority of the ex-outpost trainees surveyed (82 percent) intended to pursue a teaching career.

Until 1981, outpost trainees seemed to have little difficulty in obtaining teaching positions. However, this situation has now changed with only 64 percent of 1982 year one teachers having obtained a teaching position by February 1982.

11 Summary

Outpost training provided a means of tapping a pool of suitably qualified people and was generally regarded favourably by the groups surveyed although there were reservations about some aspects. It tended to be seen as being practically oriented, directly relevant to teaching, and able to cater for individuals. The majority of ex-outpost trainees assessed themselves as "competent in all aspects" or "competent with a few weaknesses" on various aspects of their current teaching performance. Comments made by inspectors confirmed their feelings of competence.

APPENDIX C: A COMPARISON OF SCREENING PROCEDURES FOR ENTRY INTO A TEACHERS COLLEGE COURSE

Maris O'Rourke, Senior Lecturer in Early Childhood Care and Education

Auckland Teachers College has introduced a number of new courses in 1984 - one of these is the Certificate in Early Childhood Care and Education.

In December 1983 I was appointed to the Senior Lecturer's position to set up this course. One of my first tasks was to convene a local pre-service sub-committee of representatives from ATC, NZCA, DSW, University of Auckland Education Department, ECWU, ACC and PCCF 9.

At the first meeting (Friday, 16 December 1983) one of the main items of business was how we would select trainees for the course. We decided to have no entry criteria apart from a minimum age of entry of 17 years.

The following method was arrived at for selection:

1 All applicants would be interviewed by the Senior Lecturer using group interview techniques while being observed by four people currently working in the childcare field (February 1, 2, 3).

2 All those shortlisted would attend the Freemans Bay Day Care Centre (February 8 and 9) and be

- individually interviewed by the Senior Lecturer
- observed working with children informally by Centre staff and formally by an objective observer from ATC.

3 The final selection would be made by all involved.

Advertising was placed in all Auckland regional and local papers and 120 enquiries came in. From these 77 formal applications resulted by the closing date (25 January 1984).

ENTRY REQUIREMENTS

Applications were compared for the normal teachers college entry requirements and our entry requirement (minimum age of 17 years old).

The number who would be excluded at this point:

- using teachers college entry requirements: 31
- using our entry requirement: 2 (who were 16).

PAPER APPLICATIONS

All 75 applications of those 17 and over were viewed by

- a Senior Lecturer at ATC
- a University Lecturer at the University of Auckland
- a Factory Manager and rated on a 3 point scale.

1 I would interview this person and think that they will be selected.

2 I probably would interview this person and think they have a good chance of being selected.

3 I wouldn't interview this person and I don't think they have a chance of being selected.

Applications and ratings were then put to one side and the four practitioner-observers, the Freemans Bay Day Care Centre staff and the objective observer did not see any applications until during the final shortlisting and selection session.

INTERVIEWS

All 75 were meanwhile interviewed in groups of 5 by the Senior Lecturer (me). I used specific questions which each applicant answered in turn while the four practitioner-observers listened and rated to a set of criteria we had developed (see Appendix 2). Each interview took approximately one hour and the whole process took three days. There was a high level of agreement when shortlisting or excluding applicants, with only 8 people considered borderline and coming up for further discussion. 23 applicants were shortlisted.

WORKING WITH CHILDREN

The 23 applicants which had been shortlisted were asked to attend the day care centre for a couple of hours on either 8 February 1984 or 9 February 1984 to be observed informally by Centre staff and observed formally by an ATC objective observer (this was the Lecturer in ECCE recently appointed to the Certificate course who had not yet met any of them). They were also interviewed individually by the Senior Lecturer in ECCE for about 15 minutes. Fifteen trainees were finally selected by all those involved. We had thought it would be hard but in fact it was easy and it became clear quite quickly, when watching them with the children, who should be selected.

SELECTION COMPARISONS

A comparison of normal teachers college entry requirements and our final list of trainees showed that 7 of those selected probably wouldn't have made it through the first screening process.

I then compared the final list of trainees selected by our process with the ratings of the 3 'experts' made from the paper applications only. Each

'expert' had given about 20-25 ones, 35-40 twos and 10-15 threes, and there was a high amount of agreement between them as follows:

In 45 cases there was complete agreement of all 3 ratings.

In 30 cases there was agreement by 2 raters.

In 0 cases there was no agreement.

However the level of agreement between rating from paper applications with that of the final list selected was rather different!

	x ratings by T College Lecturer	x rating by University Lecturer	x rating by Factory Manager	Combined x Score all 3
	Range 1-3	Range 1-3	Range 1-3	
Didn't turn up for the interview - no explanation given (6)	1.3	1.6	1.5	1.4
	Range 1-3	Range 1-3	Range 1-3	
Withdrew their application - explanations given (10)	1.7	1.8	1.7	1.7
	Range 1-3	Range 1-3	Range 1-3	
Not selected after interviews conducted (36)	1.7	1.9	1.8	1.8
	Range 1-3	Range 1-3	Range 1-3	
Shortlisted after interviews (23) then:	2.0	2.0	2.0	2.0
not selected (8)	2.0	1.8	1.9	1.9
selected (15)	2.0	2.0	2.0	2.0

A consideration of the table demonstrates an inverse relationship in that those finally selected had, in fact, the lowest mean overall rating by the 'experts' and those most highly rated either didn't turn up or withdrew!

Of the final 15 selected 2 were rated a one by all three raters, 8 had a mixture of one and two ratings but 5 had threes from all three raters. These 5, interestingly enough, were those applicants who were rated most highly when observed working with children.

CONCLUSIONS

There appear to be significant differences between who would win a place at teachers college depending on which selection procedures are used and when. Screening, and therefore possible exclusion, can occur for example at these points:

- by setting initial entry requirements (especially academic ones)
- by screening for interviews from the paper applications
- by interviewing applicants
- by observing applicants working with children.

It would appear that working from an open set of criteria towards a tighter set selects a very different group than the system we have at present. It remains to be seen whether they will be 'better' teachers.
[Abridged].

APPENDIX D: SUBMISSION TO THE WORKING PARTY ON CHILDCARE TRAINING FROM PACIFICA INC.

Training Courses

1 Should be longer with opportunity to explore more issues in-depth, particularly cross-cultural studies (such training courses should incorporate and include community resource people where necessary).

2 Should incorporate some teaching and learning opportunities in a language other than English.

3 Should be more on-site training, particularly in special needs areas eg bilingual schools or institutions.

4 Should be readily available in terms of community access and at community facilities eg community colleges.

5 Should incorporate parenting skills both for childcare workers and to assist parents in their parenting.

6 Should have a greater number of bilingual tutors for childcare training.

7 An introductory or pre-entry course should be held for special recruitment of Maori and Pacific Island men and women eg a 10-day course.

Desirable "Qualifications" for Childcare Workers

For those with all-day responsibility for childcare it is very important that teachers/workers are qualified, ideally

(a) in terms of fluency in at least one other language than English

(b) in terms of specialised skills and knowledge required to provide the optimum learning and development opportunities for every child - whatever their cultural or linguistic background.

Selection Criteria

A wider range of experiences and background should be taken into consideration:

- experience with family or extended family care
- community involvement/church involvement
- informal teaching and care of others
- a range of occupational experiences

- fluency in a language other than English

- social skills across two or more cultural contexts, cross-cultural experiences..

Selection Process

- that Pacific Island communities should nominate, sponsor, promote young (and older) people into this field.

- that Pacific Island communities be integral in the selection and interview process and that culturally appropriate formats be followed.

- that parents of a childcare facility be given the opportunity to control/support an appointment to the childcare worker position.

- We view with unease the ageism which exists in training selection processes. We believe it very important to have the support and presence of our older people in childcare facilities. The benefits and support go both ways and culturally are appropriate to the health and development of our very young children.

Childcare Facilities Themselves

- The physical arrangements and features should reflect those things with which children are already familiar in their homes.

- Programmes could be based in homes and other places in the community and regulations must be modified to allow for these.

- Programmes should have a range of approaches, reflect diversity in their content as well as health and maintenance procedures.

Accessibility (to high quality child care)

Although this issue is not within the terms of reference, we believe it is a key issue for Pacific Island parents, children, and potential Pacific Island childcare workers.

The question of finance is a crucial one in terms of

(i) cost per child (should be tax-deductible)

(ii) low wages of workers

(iii) childcare subsidies be increased

(iv) resources, funding of facilities.

Workers should have a recognised well-remunerated:

- salary structure, with increments
- promotion procedures and structures
- recruitment and retention schemes.

Otherwise recruitment from less-advantaged groups in the community will remain low.

As Pacific Island men and women we bring other dimensions, qualities and skills to child care through our own child-rearing patterns and distinctive family structures and relationships. With the added skills obtained from training we could contribute a great deal to the healthy development of all children in Aotearoa.

29 September 1986

APPENDIX E: SUBMISSION FROM A'OGA AMATA

To the Working Party on Childcare from the A'oga Amata (Samoan Preschool)

1 Training Courses

(a) Pre-school workers should have the opportunity to train and learn in their own language.

(b) Qualified workers from various cultures should be given the opportunity to train their own people to meet the needs of their own childrearing.

(c) Age should not be a barrier to any person who wants to train.

(d) Well-established centres with good facilities should be venues for training courses.

2 Qualifications

(a) Skills and experiences with children should be recognised.

(b) Community involvement and church involvement to be considered.

(c) Previous training in peoples' homeland in preschool work should be considered.

(d) Cross cultural experiences social skills should also be counted.

3 Recognition

(a) Sessional preschool should be looked at more closely and judged by the standard of programme and curriculum they provide rather than judging by the length of time and numbers of sessions they give.

(b) Supervisors who hold primary teaching certificates which in many ways can integrate preschool and primary work should be considered.

4 Salaries

(a) Qualified supervisors should be paid in accordance with the period of time they work. Time they spend on workplan should be considered.

(b) Staff members should be paid according to their experiences and skills.

(c) Since more people are leaving childcare work to look for jobs elsewhere to support their families not because they have lost interest but to maintain the welfare of their own families, we think it is high time for the Government to pay special attention to this area.

Since early childhood is a crucial time to any person's life, we feel it vital to probe into new areas where a new education system could be established to serve the purpose of every child but not of one child.

New Zealand is a multicultural society and the good of its people relies on how its children are educated. Give a chance to every individual to grow and prosper in what God meant him to be. Let the child develop in his own culture and language. Do not erase his identity or make him feel embarrassed of his own heritage.

However, the A'oga Amata conveys their gratitude to the good people of New Zealand who make this beautiful place of Aotearoa a warm and pleasant home to everyone.

Ia faamanuia atu le Atua i mea lelei uma ua outou faia mo ona tagata.

Soifua,

A'oga Amata.